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ABSTRACT

Policies formulated by the Board of Education in Queensland, Australia regarding multicultural education are presented in this document. A review of population statistics and immigration projections established the need for multicultural education. The retention and promotion of cultural diversity among various ethnic groups is considered the primary goal of government involvement in multicultural education. Specialized graduate courses, training in bilingual programs, and teaching practice in classrooms with bilingual students are recommended, and colleges are encouraged to provide curriculum offerings on multiculturalism. Teacher certification is endorsed; the Board of Education has extended guidelines for provisional registration and has decided to discuss with teacher education institutions the appropriate preparation of teachers. Preservice programs are suggested, as is continuing teacher education. A survey scheduled during 1981 was designed to examine all teacher education institutions in order to obtain information and comments on multicultural education. (Author/DB)

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MULTICULTURAL EDUCATION

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MULTICULTURAL EDUCATION

Background

During 1980, the Board of Teacher Education has reviewed a number of reports which comment on various aspects of multicultural education.

In the light of these reports the Board has formulated its position on matters relevant to multicultural education which come within its statutory responsibilities.

Multiculturalism

The people of Queensland, and the people of Australia generally, form a culturally diverse society. The cultural diversity of our society can be illustrated by the following table which shows the composition of the population by place of birth. The table is drawn from preliminary 1976 census figures.

Place of Birth	Percentage of Australian population	Percentage of Queensland population
Australia -	79.9	86.9
Aborigines and Torres Strait Islanders	1.2	2.0
Other	78.7	84.9
Overseas -	20.0	13.0
British	8.2	6.6
Other	11.8	6.4
	(100.0)	(100.0)

Continued immigration, involving a growing proportion of immigrants from non-English-speaking countries, is a matter of national importance for Australia as well as a recognition of its regional and global responsibilities. Australian society in the future will thus contain increasing numbers of people from diverse cultural traditions. Multiculturalism is now seen as the most appropriate response for Australia to adopt to the cultural diversity of its people.

The term 'multiculturalism' has been variously defined in the reports and articles reviewed by the Board. In presenting the 'Galbally' Report, Migrant Services and Programs, to the House of Representatives, the Prime Minister said:

> 'The Government accepts that it is now essential to give significant further encouragement to develop a multicultural attitude in Australian society. It will foster the retention of the cultural heritage of different ethnic groups and promote intercultural understanding.' (1)

(1) Hansard, House of Representatives, 30 May 1978, p.2731.

Dr J.J. Smolicz describes the kind of multicultural society envisaged by the government as one in which:

> 'individuals from both majority and minority backgrounds have the opportunity to make use of more than one culture in their everyday lives, be it in language, family life, social manners, ideology or the higher spheres of culture, such as literature and art.' (1)

He goes on to say that multiculturalism of this type assumes:

> 'that everyone is positively disposed toward the idea of a multicultural society and participates in it to the extent that his ability and desires permit.' (2)

Amongst the reports reviewed, there is general agreement on four central requirements for the development of a multicultural society of this kind:

- social cohesion: the need to encourage all members of society to abide by a set of shared values and structures which stress tolerance of diversity and preserve the welfare of the society as a whole;
- cultural identity: the need to recognize the diversity of cultural identities within society and to provide for all members of society a sense of belonging to a particular group and an attachment to its way of living;
- cultural interaction: the need to foster among all groups positive attitudes to cultural diversity in order to promote harmonious interaction;
- equality: the need to promote equality of access to resources, services, civil rights and political power for all members of society.

Multiculturalism and Education

The recognition of multiculturalism as an ideal for Australian society clearly has implications for education. It has general implications for all schools and it has additional particular implications for schools which have amongst their pupils children from minority cultural groups.

The general implications have been stated by the Queensland Multicultural Co-ordinating Committee in terms of a philosophy of education for a multicultural society:

- education for a multicultural society is a philosophy which permeates all aspects of a school's activities and embraces all children;
- education for a multicultural society assists children to develop a personal identity, supports their ethnic identity and contributes to the national identity;
- education for a multicultural society is the concern and responsibility of all teachers, all students and all school communities.

The discussion paper Education for a Multicultural Society prepared by the Queensland Department of Education's Working Party on Multicultural Education develops a model for the translation of this philosophy into practice through teacher development, curriculum development and school resources, community involvement, personnel and organization. While the education system and other agencies can offer resources and support, the provision of classroom experiences which reflect the aims of education for a multicultural society is a challenge which can only be met by schools with the involvement of their local communities as part of their on-going programmes of school-based curriculum development and evaluation.

The additional implications of the ideal of multiculturalism in society for schools with children from minority cultural groups relate to the importance of competence in English as a means of access to a range of options in Australian society and to the handling of differences and tensions which may lead to individual learning difficulties. The development of an effective relationship between the school and

(1) Smolicz, J.J., Multiculturalism - Yes, Education News, Vol.17, No.2, 1980, p.12.
(2) ibid., p.13.

the home is of particular importance for these schools as is the provision of programs for the teaching of English as a second language. Schools with larger numbers of children from minority cultural groups also have special opportunities for the teaching of community languages and cultures.

Multiculturalism and Teachers

The role of education in the development of a multicultural society places particular responsibilities on teachers. The revision of school programs and curricula to reflect a multicultural perspective implies that teachers not only have a knowledge of the cultural diversity of Australian society but also a sensitivity to, and an acceptance of, the philosophy of multiculturalism. In this regard, there is something to be said for the teaching service itself reflecting as far as possible the cultural diversity of the population at large.

For schools with children from minority cultural groups, there is a need for teachers with specific skills in such areas as teaching English as a second language, community language teaching and the handling of learning difficulties related to the cultural background of pupils.

Implications for the Board of Teacher Education

The Board of Teacher Education accepts the philosophy of multiculturalism and the contribution of education to the development of a multicultural society outlined above. The Board has also noted the views and recommendations contained in the various reports which it has reviewed, and has given particular attention to those mentioned below:

1. The 1978 Review of Teacher Education in Queensland (The Bassett Report) observed that -

   "In a multicultural society, educational policies and programs will be needed to embrace all children and cause reconsideration of the total curriculum. Teacher preparation will need to equip all teachers to work in a multicultural educational system, and possibly a multilingual one also."

   The Review also recommended that "additional graduate diploma courses should be planned to help meet some of the new demands on teachers" and included in its list of areas for consideration:

   - teaching in schools where there is a substantial enrolment of Aboriginal pupils, particularly in bi-lingual programs;
   - teaching in schools where there is a substantial enrolment of migrant children;
   - additional training for primary school teachers in foreign language teaching.

2. The 1978 Review of Post-Arrival Services and Programs to Migrants (The Galbally Report) contains a number of recommendations with particular relevance to teacher education.

   (a) While the needs of migrants should in general be met by programs and services available to the whole community, special provisions are needed to ensure that migrants obtain equality of access to these programs. (Paragraph 1.7)

   (b) As a means of increasing the number of migrant children receiving special English instruction and of improving the quality of that instruction, some of the extra $10M recommended for the teaching of English as a second language be spent on increasing the numbers of special teachers of English and classroom teachers generally so that they may meet the needs of children from non-English speaking backgrounds. (Paragraph 3.10)

   (c) The recommendation that the Government refer the need for appropriate pre-service education of all adult migrant education teachers to the

Inquiry into Teacher Education, and seek for these teachers flexible entry requirements into any proposed education programs. (Paragraph 3.23)

(d) The recommendation that, as a trial, a special intensive English course lasting no longer than six months be introduced for people who have qualified overseas in professional and sub-professional occupations which have substantial public contact (such as medicine, nursing, social work, and teaching) but whose limited command of English is an obstacle to the recognition of their qualifications and their employment in this country in the occupations for which they are qualified. (Paragraph 4.5)

(e) The recommendation that professionals, including those studying and those currently in practices in areas with large migrant clienteles, receive assistance in obtaining, or upgrading, language skills and understanding cultural differences. Vocation-oriented language and cultural courses for those involved in the areas of education, health, welfare, and the law are suggested as full-time courses to be mounted during university vacation periods. (Paragraph 4.6)

(f) The suggestion that relevant registration boards, tertiary institutions and professional bodies, develop "pre- and in-service" training opportunities in addition to, or instead of, bridging courses to enable professionally qualified migrants to become recognized and employed. (Paragraph 4.7)

(g) The possibility that tertiary institutions consider modifying their entry requirements so that migrants may enter some courses. (Paragraph 4.8)

(h) The inadequacy of arrangements for bridging courses which would enable migrants to undertake the additional study required in order to have their qualifications accepted. (Paragraph 7.41)

(i) The need for better teacher education in the teaching of histories, cultures and languages both before and during teachers' active careers. (Paragraph 9.11)

3. The 1979 Discussion Paper Education for a Multicultural Society, prepared by the Council of Directors of the Queensland Department of Education observed that one factor in promoting a greater sensitivity to the reality of the multicultural nature of Australian society concerned teacher development. The Discussion Paper recommended that the Department of Education:

- request the Board of Advanced Education to ensure that all teacher education courses indicate a commitment to education for a multicultural society;
- request the Board of Advanced Education to ensure that specialised postgraduate courses be provided for practising teachers in the area of education for a multicultural society;
- select personnel for specific pre-service/in-service education as needs are identified;
- provide in-service programs for all teachers to develop an awareness of the realities of our multicultural society and its implications for the classroom.

4. In June 1980, the Board of Advanced Education adopted a policy statement Framework for Development in Advanced Education in the Area of Education for a Multicultural Society. This statement took into account the views Queensland colleges of advanced education expressed on the implications for advanced education in Queensland of the Recommendations contained in Migrant Services and Programs (The Galbally Report) and related documents.

The Board of Advanced Education indicated that it will:

- encourage colleges to reflect a multicultural outlook throughout the curriculum and where appropriate to include components on multiculturalism;

- encourage second language learning where practicable in order to help those for whom English is not the first language to learn English while maintaining their mother tongue, and also to encourage Anglo-Australians to move out of their monocultural, monolingual mould;

- encourage colleges to promote greater participation in education by various ethnic groups and to take steps to ensure that no group is excluded from tertiary education or professional employment for want of help that is within the competence of the college system to provide;

- encourage colleges to use staff expertise and experience as well as existing facilities to strengthen their association with community ethnic groups, particularly at an informal level.

- Encourage colleges to give greater emphasis to the offering of continuing education programs designed to foster multicultural awareness, especially among professional and para-professional workers;

- request colleges to keep the Board informed of their plans in these areas.

The Board of Advanced Education noted that the Galbally Report explicitly related to migrants, but agreed that the above principles should apply to all ethnic groups - Aborigines and Torres Strait Islanders, Anglo-Australians and migrants.

5. The National Inquiry into Teacher Education found its view on multiculturalism to be close to that put forward in the Commonwealth Education Portfolio Group paper, Education in a Multicultural Australia.

Among the practical implications for teacher education which the Inquiry saw arising out of this view of multiculturalism were those contained in the recommendations and statements of positions set out below.

- Pre-service teacher education courses should be structured and taught so that students develop the appropriate skills and attitudes to be effective teachers in a multicultural society. (Recommendation R6.3)

- Teacher education institutions concerned with the preparation of Aboriginal teachers and teachers of Aborigines should, in their program development, make as extensive use as possible of the State Aboriginal education consultative groups and the National Aboriginal Education Committee. Such groups should also be involved in the development of Aboriginal studies as a component of general teacher education programs. (Paragraph 7.38)

- Teacher education institutions concerned with the preparation of teachers specialising in migrant and multicultural education should make as extensive use as possible of appropriate organisations. These include the Australian Institute of Multicultural Affairs, the Australian Ethnic Affairs Council and voluntary organisations. Such organisations should also be involved in the development of the multicultural dimension of teacher education programs in all institutions. (Paragraph 7.39)

- Specialist one year full-time staff development programs for teacher educators should be implemented to prepare them for work with aboriginal teacher education students and in the areas of multicultural and special education. (Recommendation R7.8)

- The Committee's basic position is that the mix of students with respect to the attributes of age, sex and ethnic background should be attained through individual recruitment. However, efforts should be made to encourage the entry of people from a wider range of ethnic and social backgrounds, if necessary allowing for special provision in admission (though not in output) standards and providing support while on course. (Paragraph 8.6)

- Concerted efforts should be made by education systems in co-operation with teacher education institutions to identify suitable aboriginal and ethnic teacher aides and instructors in ethnic community schools who should be assisted to qualify fully as teachers. (Recommendation R8.2)

- An investigation should be made by the Commonwealth Government of the need for and viability of further avenues whereby immigrants and refugees with overseas teaching qualifications can attain the English language skills and conversion training necessary to fit them for permanent appointment as teachers in Australian school systems. (Recommendation R8.4)

- The Commonwealth Government should establish a special aboriginal student assistance scheme as part of the aboriginal study grants scheme to provide mature age teacher education students with a basic level of assistance equal at least to the minimum wage. (Recommendation R8.6)

- The Commonwealth Government should establish a special student assistance scheme to provide mature age teacher education students from non-English speaking backgrounds with a basic level of assistance equal at least to the minimum wage. (Recommendation R8.7)

- (The Committee believes that such a scheme should be established for the benefit of ethnic teacher aides, instructors in ethnic community schools, and immigrants and refugees with teaching qualifications gained in non-English speaking countries, who are prepared to embark on courses of study which will qualify them for registration and employment as teachers.)

- Specialist teachers for English as a second language, community languages and bilingual education programs should be trained in sufficient numbers to meet the needs of pupils in schools. Appropriate teacher education programs, where they do not exist, ought to be fully operative by the end of the 1980s. (Recommendation R8.9)

The Board of Teacher Education believes that the need for greater sensitivity to the philosophy of multiculturalism in Australian society in general and in Australian schools in particular is well documented. The Board acknowledges that it has an important part to play in this process in the Queensland context in heightening the awareness of teachers and teacher education institutions to this issue. Within its statutory responsibilities there are three main areas where the Board can give expression to its commitment to multicultural education:

- through its teacher registration policies;
- through its course assessment function in relation to both pre-service and in-service teacher education courses;
- through its responsibility of keeping teacher education in Queensland under continuous review and advising the Minister for Education on all aspects of teacher education.

Multiculturalism and Teacher Registration

The Board endorses the view of the National Inquiry into Teacher Education that it is desirable that the ethnic mix of the teaching service should reflect as far as possible the ethnic mix of the community.

Under the present registration policy, teachers coming from overseas countries are required to possess qualifications which are assessed, on the advice of the Commonwealth Committee on Overseas Professional Qualifications, as being at least equivalent of three years of Australian teacher education. They must also satisfy the Board that they have adequate competence in the English language to teach effectively in Queensland schools. Overseas teachers with qualifications assessed as being equivalent to less than three years of Australian teacher education are not eligible for registration.

On the other hand Australian teachers with one or two years of teacher education and recent teaching experience may be granted provisional registration on the recommendation of the Admissions Committee, although in many cases provisional registration is granted on the condition that the teacher undertakes to upgrade his qualifications to the three-year trained level within a specified period. "Australian teachers" in this context are taken to include overseas trained teachers who were resident in Australia before the introduction of compulsory registration in Queensland.

The Board has reviewed this policy in the light of its commitment to the philosophy of education for a multicultural society and has decided to extend the guidelines for provisional registration to include experienced overseas teachers with qualifications less than the equivalent of three years of Australian teacher education where the Board is satisifed, on the recommendation of the Admissions Committee, that they can upgrade their qualifications to the level required for full registration within a specified period.

As indicated below, the Board will discuss with teacher education institutions the development of appropriate programs both in teacher education and in English language for teaching purposes designed to assist experienced teachers from overseas to meet the requirements for registration as teachers in Queensland. A six-month course in English for special purposes is offered by Mount Gravatt College of Advanced Education for migrants from a variety of professions including teaching.

Multiculturalism and Teacher Education

The Pre-Service Phase:

The Board shares the view expressed in the Reports reviewed that pre-service teacher education courses should have a multicultural perspective so that students develop the skills and attitudes needed to provide effective teaching for a multicultural society.

The development of appropriate responses to this need is primarily a matter for the institutions themselves. The Board would, however, expect that, in the presentation of submissions for the continued accreditation of pre-service teacher education courses, the institutions would be able to indicate the ways in which they were responding to the challenge of multiculturalism.

The Board also endorses the proposition put forward in some of the reports that steps should be taken to promote greater participation in pre-service teacher education by various ethnic groups. The Board believes that, while students from Aboriginal, Torres Strait Islander and other ethnic minority groups should be expected to meet the normal standards for graduation, institutions might well develop special arrangements to enable larger numbers of such students to enter and complete teacher education courses. Townsville College of Advanced Education provides a seven-semester program for Aboriginal and Torres Strait Islander teachers leading to the award of the Diploma of Teaching.

Programs for Overseas Teachers:

The outcome of the Board's move towards the admission of experienced overseas teachers to provisional registration on the condition that they upgrade their qualifications to the Diploma of Teaching level will depend upon the availability of suitable programs in teacher education institutions.

The Board welcomes the recommendations of the National Inquiry into Teacher Education which call for Commonwealth assistance in exploring further avenues for overseas teachers to acquire the English language skills and conversion training necessary for permanent appointment as teachers in Australia and for Commonwealth grants for teacher education students from non-English speaking backgrounds.

The Board also aporeciates the assistance already provided by institutions in arranging special programs on an ad hoc basis to help overseas teachers meet registration requirements. The Board hopes that Commonwealth funding will be forthcoming to assist institutions in developing and offering such programs and to provide students with the financial support needed for them to take part.

Induction:

While encouraging institutions to incorporate a multicultural perspective in pre-service teacher education programs, the Board supports the view of the National Inquiry into Teacher Education (Recommendation R5.1) that beginning teachers should not be called upon to teach classes with substantial numbers of children from cultural and language backgrounds different from their own.

The Board also draws attention to the further induction needs of experienced teachers when first called upon to teach children from another cultural background. These might include, as particular cases, teachers from overseas, and perhaps inter-state, who were teaching in Queensland for the first time.

Continuing Teacher Education:

The Board has endorsed the model proposed by the 1978 Review Committee (the Bassett Committee) in which, after an induction period of teaching, teachers undertake further professional studies. While not seeking to have this pattern made mandatory at this time, the Board seeks to encourage its acceptance by the teaching profession. For most teachers, the appropriate studies at this stage of their continuing professional development will be studies leading to the award of the Bachelor of Education or Bachelor of Educational Studies. These studies provide an opportunity for a more mature study of the relationship between theory and practice than is possible in a pre-service course.

The Board believes that studies at this level should again reflect the multicultural perspective of the pre-service program. The Board would also see value in the offering of elective strands in the area of education for a multicultural society for teachers with a particular interest in this field. Such studies within the degree courses would provide the education system with a supply of resource persons in the schools or at an advisory level to help develop programs or materials with a multicultural emphasis.

The Board also endorses the Review Committee's recommendation on the development of post-graduate diploma courses designed to meet the particular needs of teachers in special situations. The Board sees the present priorities for such courses as:

1. teaching in schools where there is a substantial enrolment of migrant children;
2. teaching English as a second language;
3. education for a multicultural society (for consultants);
4. teaching foreign and community languages.

The Board does not see an immediate need for a postgraduate diploma course for general classroom teachers in the area of multicultural education. It believes that the needs of such teachers should be met in the first instance through core and elective studies in bachelor degree programs, through short in-service courses or workshops and through school-based activities. It may be, however, that from experience gained in such programs and from the results of studies by other agencies, there will emerge an appropriate rationale for additional offerings at the postgraduate level.

Multiculturalism and Teacher Educators

The Board notes the comments of the National Inquiry into Teacher Education on the need for staff development for teacher educators in areas such as working with Aboriginal students and multicultural education. The National Inquiry suggests that one year full-time programs be made available in these areas.

The Board can see merit in such programs being available, but also believes that, if a multicultural perspective is to permeate all pre-service teacher education programs in the near future, there is a need for more immediate staff development activities associated with the implementation of program revisions. The Board believes that, where it has not taken place already, each staff member involved in

pre-service or bachelor degree teacher education programs will need to review his contribution to those programs from the philosophical standpoint of multiculturalism and to ensure that this standpoint is appropriately reflected in his teaching.

Multiculturalism and Teacher Education Review

In keeping with its responsibility of keeping teacher education in Queensland under continuous review and advising the Minister for Education on all aspects of teacher education, the Board proposes during 1981 to undertake a survey of all teacher education institutions to obtain information and comment on developments in the area of multicultural education.

The Board further proposes to seek the co-operation of school authorities in conducting a parallel survey amongst schools to obtain information and comment on developments and to explore the needs of teachers for professional development activities in the area of multicultural education.

At the same time the Board would welcome comments on the matters raised in the various reports and on the positions adopted by the Board in this paper.